

APPENDIX J:

TITLE VI EQUITY ANALYSIS OF STUDENT FREEDOM PASS PROGRAM FARE

The following pages include the Analysis of the Student Freedom Pass Fare Type completed in 2016.



Resolution 05 – 2016
Title VI Equity Analysis for Student Freedom Pass Program Fare

A Resolution of the Transportation District Commission of Hampton Roads approving the *Title VI Equity Analysis for Student Freedom Pass Program Fare*.

WHEREAS, pursuant to Title VI of the Civil Rights Act of 1964, 42 U.S.C. § 2000d et seq. and 23 CFR part 21, the U.S. Department of Transportation and the Federal Transit Administration (FTA) prohibit discrimination on the basis of race, color or national origin; and

WHEREAS, the Transportation District Commission of Hampton Roads adopted the *Hampton Roads Transit (HRT) 2014 Title VI Program* through Resolution 01-2014 on the 24th day of January, 2014, in compliance with Federal Law and FTA Policy; and

WHEREAS, the adopted *HRT 2014 Title VI Program* requires that the Commission demonstrate the consideration, awareness, and approval of the Title VI Equity Analysis results for each proposed Major Service or Fare Change prior to approval or implementation of the proposed change; and

WHEREAS, Hampton Roads Transit has proposed the Student Freedom Pass Program Fare for permanent implementation starting on January 1, 2017; and

WHEREAS, Hampton Roads Transit has completed a Title VI Equity Analysis on the proposed program fare and reported the results of the analyses to the Commission for full consideration; and

WHEREAS, Hampton Roads Transit has completed meaningful and comprehensive public outreach on the proposed changes and reported the results of the public outreach to the Commission for full consideration; and

WHEREAS, the Title VI Equity Analysis included a full discussion of any potential Disparate or Disproportionate Impacts in regards to race, color, national origin, or income:

NOW, THEREFORE, BE IT RESOLVED that the Transportation District Commission of Hampton Roads has given full consideration of, is aware of, and approves the equity analysis for the proposed January 2017 Student Freedom Pass Program.

APPROVED by the Transportation District Commission of Hampton Roads at its meeting on the 08th day of December, 2016.

**TRANSPORTATION DISTRICT COMMISSION
OF HAMPTON ROADS**



James L. Wood
Chairman

ATTEST:



Luis R. Ramos
Commission Secretary



**TITLE VI EQUITY ANALYSIS OF PROPOSED
STUDENT FREEDOM PASS PROGRAM FARE**

DECEMBER 8, 2016



INTRODUCTION

Hampton Roads Transit (HRT) proposes to make the Student Freedom Pass fare a permanent fare type. The purpose of this report is to evaluate the Student Freedom Pass fare based on the Federal Transit Administration (FTA) Title VI Requirements and Guidelines for Federal Transit Administration Recipients. Title VI is intended to ensure equity and equal access in the provision of public transportation services regardless of race, age, national origin, or socioeconomic condition. As stated in HRT's Title VI Program, the agency is required to conduct a fare impact analysis and determine if the proposed fare change would result in a disparate impact or disproportionate burden on minority and low-income populations respectively. The proposed Student Freedom Pass Program (fare) began its six-month pilot test on July 1, 2016 and will conclude its six-month pilot period on December 31, 2016. The Senior Executive Team has recommended to the President and CEO that the Student Freedom Pass fare type be made permanent, and upon the concurrence of the TDCHR Board would become permanent on January 1, 2017; therefore, the equity analysis is required.

PROGRAM OVERVIEW AND HIGHLIGHTS

- The Student Freedom Pass Program provides youth 17 and under with unlimited free rides on HRT's service in the cities of Chesapeake, Hampton, Newport News, Norfolk, Portsmouth, and Virginia Beach.
- The parent/guardian of the eligible youth must complete a Student Freedom Pass Application.
- Program participants must renew their pass annually.
- Passes are distributed at HRT transit centers and at schools within the region (if applicable).

HRT FARE EQUITY ANALYSIS POLICIES AND PROCEDURES

Hampton Roads Transit's Fare Impact Analysis Procedures are defined in HRT's Title VI Program (Updated: April 19, 2014). HRT's methodology to conduct fare impact analysis is consistent with the guidance set forth in FTA's Circular, FTA C 4702.1B, published on October 1, 2012. This section summarizes HRT's process for analyzing fare impacts and the process for determining when a disparate impact and/or disproportionate burden occurs.

The approval of the Student Freedom Pass Program would make the fare identified in the program a permanent fare type. The change/introduction of a fare type requires that an equity analysis be performed and determination as to whether the fare has either a disparate impact and/or disproportionate burden on those persons identified in Title VI of the Civil Rights Act of 1964.

As defined in the FTA Circular C 4702.1B:

Disparate impact refers to a facially neutral policy or practice that disproportionately affects members of a group identified by race, color, or national origin, where the recipient's policy or practice lacks a substantial legitimate justification and where there exists one or more alternatives that would serve the same legitimate objectives but with less disproportionate effect on the basis of race, color, or national origin.



Disproportionate burden refers to a neutral policy or practice that disproportionately affects low-income populations more than non-low-income populations. A finding disproportionate burden requires the recipient to evaluate alternatives and mitigate burdens where practicable.

Determination of when a Disparate Impact or Disproportionate Burden Occurs

In accordance with HRT's Title VI Program, the determination of whether a proposed fare change has either disparate or disproportionate impacts is based on minority and/or low-income populations bearing a fare rate change of greater than five (5) percentage points as compared to non-minority and/or non-low-income populations.

Hampton Roads Transit Fare Impact Analysis Procedure Summary

HRT's Title VI Program outlines in detail the Equity Analysis Procedures in Section 3.3. A summary of the procedure is included below.

- Define the Service Area covered by HRT system. Identify TAZs or Census tracts in the service area that are predominantly minority and predominantly low-income using FTA's procedures. Using Census data, compute percent of minorities and low-income population in the Service Area.
- Using travel pattern data obtained from the Origin-Destination survey and the current fare structure, estimate average fares paid by minorities, non-minorities, low-income and non-low income riders in the entire Service Area. Further, break down the average fares by fare type.
- Determine percent increase in fares for minorities, non-minorities, low-income and non-low-income populations in the Service Area. If the percent differences in fare increase for minorities versus non-minorities and low-income versus non-low income populations are within the thresholds established by HRT, a determination of "no impacts" will be made. If the estimated differences exceed HRT's thresholds, it will be concluded that the proposed fare change would result in adverse equity impacts. In that case, appropriate mitigation plan will be developed by HRT to address those equity impacts.
- If a disparate equity impact is determined and HRT chooses not to alter the proposed fare change despite the potential disparate impact on minority populations or disproportionate impact on low-income populations, or if HRT finds, even after the revisions, that minority or low-income riders will continue to bear a disproportionate share of the proposed fare change, HRT may implement the fare change only if:
 - HRT has a substantial legitimate justification for the proposed fare change, and
 - HRT can show that there are no alternatives that would have a less disparate impact on minority or low income riders but would still accomplish the transit provider's legitimate program goals.
- HRT Board will fully consider the results of the equity analysis, proposed alternatives and mitigation if applicable, and public comments on the proposed change prior to approval.

PROPOSED FARE – STUDENT FREEDOM PASS

HRT proposes to add the Student Freedom Pass fare to the existing fare types; (upon approval) this fare type would be permanently implemented in January 1, 2017. The fare for the Student Freedom Pass Program is \$0.00 with the Student Freedom Pass. This proposed new fare would be available to all youth ages 17 and under that choose to ride identified HRT services, is eligible for the program, and completes the requirements for program participation which includes the completion of the application. The program does not consider race

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on income for eligibility.

Information on all fare types are provided in Appendix A.

ANALYSIS AND TITLE VI IMPACTS

The 2014 Origin and Destination survey indicates approximately 82 percent of all HRT transit users belong to a minority group and 63 percent are low-income persons (Table 1 and 2). The percentage of youth who identified as minority and/or low income is outlined in the tables below. The tables show that the percentage of HRT transit system users that are identified as youth (17 and under) display a higher percentage of being minority and low-income persons compared to the system average.

The data utilized for the Title VI analysis of the Student Freedom Pass Program fare type includes available data for all system users ages 17 and under. The data also provides additional detail into the percentage of the youth population identified as minority and low income. The purpose of the analysis is to determine whether the introduction of the new fare type has either disparate or disproportionate impacts based on minority and/low income populations bearing a fare rate change of greater than five (5) percentage points as compared to non-minority and/or non-low income populations as described in HRT’s Title VI Program: Service Standards and Policy.

The Student Freedom Pass fare is a new fare type and is available to all youth under the age of 17 irrespective of race and income. The Student Freedom Pass fare type is a new fare type and there is no monetary change in fare for non-minority and minority and non-low income and low income youth. Therefore, the rate change of percentage points in the comparison of minority and non-minority and low-income and non-low income is zero. The Title VI analysis determination is that the proposed fare introduction does not impose an adverse or disparate impact nor does it provide a disproportionate burden to youth identified as minority or low-income. Thus, it is concluded that HRT’s proposed fare change/introduction would not result in either disparate or disproportionate impacts to minority and low-income populations.

The Title VI analysis shows that the change/introduction of the Student Freedom Pass Program fare type would have a 7% change in percentage points above the system average to benefit youth identified as minority. The findings of the analysis also show that the change/introduction of the Student Freedom Pass Program fare type indicate the introduction of the program and fare type would have a 16% change in percentage points above the system average to benefit youth identified as low-income.

Table 1: Proportion of Minority and Non-Minority Users for all Transit Modes (Age)

All Transit Modes	Non-minority users	Minority Users	Total Users	Percent Minority
Under 18	125	1,000	1,125	89%
System Total/Average	10,323	47,465	57,788	82%

2014 Origin and Destination Survey Data


Table 2: Proportion of Low-Income and Non-Low-Income Users by Transit Mode (Age)

All Transit Modes	Non-low Income Users	Low Income Users	Total Users	Percent Low Income
Under 18	158	574	727	79%
System Total/ Average	20,474	34,594	55,068	63%

2014 Origin and Destination Survey Data
Table 3: Proposed Fare

Fare Type	Existing fare (pilot program)	Proposed Fare 2016	% change by fare type
Student Freedom Pass	\$0.00	\$0.00	N/A

Appendix A provides the calculation of average fares by fare type for minority, low-income and all users. The table presents the different steps involved in estimating the percent fare increase and proportion of users for each fare category, relative to the system average. Origin and destination and demographic data regarding users of the Student Freedom Pass has not been collected as it is currently a 6-month pilot program. Appendix A also provides that the introduction of the Student Freedom Pass Fare shows no disparate impact to minorities and no disproportionate burden to low-income system users.

Mitigation

The analysis resulted in a finding of “No Disparate Impact” and “No Disproportionate Burden”; therefore, no mitigation strategies are proposed for the introduction of the fare type.

Conclusion

The analysis shows that the percentage of HRT transit system users that are identified as youth (17 and under) display a higher percentage of being minority and low-income persons compared to the system wide average. Therefore, there are no demonstrated findings of disparate or disproportionate impacts on affected populations with the introduction of the Student Freedom Pass Fare type.


Appendix A: Fare Impact Calculation
Existing and Proposed Fares

Fare Type	Existing	Proposed	Percent change by fare type	Percent fare increase above the system average of 33% (-ve sign implies below system average)	Percent of minority users above the system average of 82%. Negative sign implies below system (-) average	Percent of low-income users above the system average of 63%. Negative sign implies below system (-) average	Minority Disparate Impact	Low Income Disp. Burden
Cash – Adult	\$1.75	\$1.75	0%	0%	1%	-3%	no	no
Cash – YSD	\$0.75	\$0.75	0%	0%	7%	-6%	no	no
Go 1-Day Pass	\$4.00	\$4.00	0%	0%	3%	4%	no	no
Go 1-Day Pass – YSD	\$2.00	\$2.00	0%	0%	8%	0%	no	no
MAX 1-Day Pass	\$6.50	\$6.50	0%	0%	-17%	5%	no	no
GO 7-Day Pass	\$20.00	\$20.00	0%	0%	-3%	3%	no	no
Go 30-Day Pass	\$60.00	\$60.00	0%	0%	-1%	-5%	no	no
Go 30 Day – YSD	\$35.00	\$35.00	0%	0%	-1%	0%	no	no
MAX 30-Day Pass	\$110.00	\$110.00	0%	0%	-22%	-13%	no	no
2 Ride Pass	\$3.50	\$3.50	0%	0%	-27%	-9%	no	no
GoPass 365	\$50.00	\$50.00	0%	0%	-16%	-5%	no	no
eTide ticket	\$1.50	\$1.50	0%	0%	-18%	3%	no	no
VBWave Cash	\$2.00	\$2.00	0%	0%			no	no
VBWave Cash YSD	\$1.00	\$1.00	0%	0%			no	no
VBWave Day Pass	\$4.00	\$4.00	0%	0%			no	no
VBWave YSD Day Pass	\$2.00	\$2.00	0%	0%			no	no
VBWave 3-Day Pass	\$8.00	\$8.00	0%	0%			no	no
VBWave 3-Day Pass YSD	\$4.00	\$4.00	0%	0%			no	no
Student Freedom Pass	n/a	\$0.00		0%			no	no

* The socioeconomic characteristics of the Student Freedom Pass are not included for the SFP fare change analysis because the 2014 O&D Survey, which is the most recent survey data collected by HRT, did not survey these routes.

*The socioeconomic characteristics of the VB Wave are not included for the SFP fare change analysis because the 2014 O&D Survey, which is the most recent survey data collected by HRT, did not survey these routes.



Appendix B: Public Engagement and Outreach Summary

Communications and Distribution of Program Information

Hampton Roads Transit has and continues to utilize various methods of communication and outreach tools to provide information to the public regarding the Student Freedom Pass program. The information below provides details on the public outreach and engagement activities of Hampton Roads Transit on the introduction and implementation of the pilot Student Freedom Pass Program.

Events:

Date	Event	Location
8/24/2016	Freshman Orientation	Norview High School
8/26/2016	American Red Cross: Back to School	Kroc Center
8/13/2016	Inglefest	Ingleside Recreation Center
8/19/2016	Tide 5th Anniversary	MacArthur Square
8/27/2016	City of Norfolk Back to School Festival	Norfolk Scope
8/29/2016	Freshman Orientation	Booker T. Washington High
8/30/2016	Freshman Orientation	Granby High School
7/11/2016	Hampton Roads Transit Employees	18th Street
7/12/2016	Hampton Roads Transit Employees	HQ
7/13/2016	Hampton Roads Transit Employees	HQ
7/15/2016	Hampton Roads Transit Employees	18th Street
9/10/2016	Norfolk Commonwealth Attorney's Office	Lamberts Point Recreation
9/17/2016	Norfolk Neighborhood Celebration	Military Circle Mall
9/26/2016	School Open House	Waters Middle School



9/30/2016	Presentation to Dept. Juvenile Justice Employees	Huntersville Community Center
10/14/2016	City of VA. Beach: Wayside Apartments	VA Beach Church
10/11/2016	Presentation to Olde Towne Business Association	Towne Bank
10/26/2016	Dept. of Juv. Justice/Norfolk Sheriff's Community	Huntersville Community Center
11/3/2016	Oscar Smith High School Distribution	Oscar Smith High School

Marketing and Communications – Social Media, Media, and Print Material:

Marketing/Communication Medium	Data
Facebook	697 shares
Bus Announcements	8/1/16-9/1/16
Bus Ads	Two (2) buses
Interior Cards	Two (2) on each bus
Website	www.studentfreedompass.com
Brochures	35,000 brochures distributed to the following places
Letter to school districts	Six (6) letters
Articles	Daily Press
	Alt Daily
	Virginian Pilot
Press Release	8/1/2016
News Reports	WTKR



	WAVY
Poster	Norfolk Public Libraries
	Norfolk Recreation Centers
	Norfolk Community Centers
Websites	HRPTA
	Portsmouth Public Schools
	HR Scene
	My Active Child
	Healthy Hampton Roads
	Southside Daily
Customer Alert	Posted on HRT website
	Posted inside every HRT bus
	Posted at every HRT transit center

Printed Materials:

Location	Brochures	Posters
Hampton University	400	4
An Achievable Dream Academy	450	4
18th Street Operations	4600	
HQ Operations	7700	



HRT Transit Centers	8700	
Norfolk Parks and Recreation	2500	10
Norfolk Public Library	1300	15
Hampton Parks and Recreation	1300	
Twin Canal Community Center	25	2
Bethel High School	200	2
Food Bank	100	2
VA Community Development	400	2
Portsmouth Private School	400	2
Norview High School	100	5
Granby High School	100	5
Deep Creek High School	50	2
Bayside High School	100	2
Norfolk Open Campus	100	1
Sail Nauticus	50	1
Maury High School	100	5
Booker T. Washington High	250	5
Department Juvenile Justice	100	3
Woodrow Wilson High School	100	2

**Title VI – Analysis of Student Freedom Pass Program Fare (December 2016)**

- 1) **What service and/or fare changes does the Transportation District Commission of Hampton Roads dba as Hampton Roads Transit (HRT) propose? Please describe the nature of the change, the bases or rationale for the change, the modes of service impacted, and the communities affected by the change.**
Fare change: Proposed introduction of a new fare type with the permanency of the Student Freedom Pass program. The fare for the program is \$0.00 to youth, 17 years old or younger, that hold the Student Freedom Pass are eligible and meet the requirements. The intended goals of the program include providing more access to community offerings through transit to youth in the region, to increase transit ridership, to develop current youth into transit riders of who may not have chosen transit as their means of transportation. The fare type impacts all current modes of service, not to include paratransit, and all communities served by HRT.
- 2) **What are the impacts of the fare change on minority and/or low income communities?**
The introduction of the Student Freedom Pass fare provides a (fare) benefit to youth in minority and low income communities, as compared to the users identified in the system average. There is no disparate impact or disproportionate burden on minority and low-income communities.
- 3) **What are the transit alternatives available for riders who would be impacted by proposed fare changes?**
All youth in HRT's service area are eligible for the Student Freedom Pass Program Fare type. Those users who elect not to participate in the program are still eligible for all fare and pass types for youth identified in HRT's fare policy.
- 4) **What, if any measures would HRT take to avoid, minimize, or mitigate any adverse effects of the service and/or fare change on minority populations and/or low-income populations? What, if any enhancements or offsetting benefits would HRT implement in conjunction with the service and/or fare change?**
There are no identified adverse effects on minority populations and/or low-income populations with the introduction of the Student Freedom Pass Fare type.
- 5) **Would the proposed service and/or fare change have a disproportionately high and adverse effect on minority populations and/or low-income populations?**
No, the proposed fare change/introduction would not have a disproportionately high and adverse effect on minority populations and/or low-income populations.
- 6) **What steps does HRT plan to take to seek out and consider the viewpoints of minority and low-income populations in the course of conducting public outreach and involvement activities?**
The Student Freedom Pass program will operate as a pilot program until December 31, 2015. HRT will continue to engage the public through various outreach activities if the program and fare type are approved as a permanent program by the TDCHR.
- 7) **Does HRT believe that it is necessary to disseminate information on the fare change that is accessible to Limited English Proficient persons?**
The Student Freedom Pass program will operate as a pilot program until December 31, 2015. HRT will identify strategies and methods to continue to disseminate information on the introduction of the new fare type to LEP persons if the fare type if it the fare type is approved by the TDCHR.